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ABSTRACT

This report summarizes public library construction activities supported by Library Services and Construction Act (LSCA), Title II, funds as of fiscal 1985. Following a brief legislative background and overview, the use of federal funds in support of public library construction is reviewed, and the impact of LSCA funding during fiscal 1983-85 is summarized. In addition, a discussion of LSCA fiscal 1983-85 projects includes those funded by appropriations from the Emergency Jobs Act--Public Law 98-8--with emphasis on projects carried out in Michigan and Nebraska, and those funded by LSCA. Finally, a summary of funding and expenditures for projects completed under the Emergency Jobs Act includes the federal, local, state, state plus local, and total amounts of funding and expenditures for each state. (KM)

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U.S. DEPARTMENT OF EDUCATION
OFFICE OF EDUCATIONAL REBEARCH AND IMPROVEMENT
LIBRARY PROGRAMS
PUBLIC LIBRARY SUPPORT STAFF

# Public Library Construction

Fiscal Year 1985

By

Donald J. Fork

U.S. DEPARTMENT OF EDUCATION
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## LEGISLATIVE BACKBROUND AND OVERVIEW

On February 11, 1964, President Lyndon B. Johnson signed into law the Library Services and Construction Act (P.L. 88-269), which made possible increased Federal assistance to public libraries in both rural and nonrural areas. This legislation amended the earlier Library Services Act (P.L. 84-597), intended to assist libraries only in rural areas and was recognized as being the first educational accomplishment of the 2d session of the 88th Congress.

In remarks prior to the signing of the Act, President Johnson summarized the national need for public library construction thus:

> This act importantly expands a program which helps make library services available to 38 million Americans in rural areas--38 million. It authorizes efforts to strengthen inadequate urban libraries. This act authorizes for the first time grants for the construction and renovation of library buildings.
>
> Chances are that the public libraries are among the oldest buildings in any community. Only 4 percent of our public libraries have been built since 1940. Many of them were built through the wise generosity of Andrew Carnegie 40 years ago. (The Library Services and Construction Act of 1964: A Compilation of Materials Relevant to Public Law 88-269, p. 1)

The following are some of the more important purposes related to public library construction that have been incorporated into Title II of the Library Services and Construction Act as amended:

> $To assist in the construction of new public library buildings as well as in the acquisition, expansion, remodeling, and alteration of existing buildings, including the initial equipment for either a new or

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expanded building;

*To assist in meeting the standards of the Architectural Barriers Act of 1968 relating to access for the handicapped;

*To assist in the remodeling of public libraries for the purpose of energy conservation;

*To assist in renovation or remodeling to accommodate new technologies; and

*To assist in the purchase of existing historic buildings for conversion to public buildings.

## FEDERAL FUNDS IN SUPPORT OF PUBLIC LIBRARY CONSTRUCTION

Federal funds specifically intended for the purpose of public library construction were appropriated in FY1985 and FY1986 for the first time since FY1973. During the period from FY1976-FY1980 when funds were not appropriated for LSCA Title II, 45 public library construction projects were administered under the authority of Title II by utilizing $8.5 million of transfer funds from other Federal programs. Of these projects, 36 were funded with $6.8 million from the Appalachian Regional Development Act, and nine were funded through other Federal programs. Federal funds used to support all of these projects represented 41 percent of the total costs for public library construction.

Some of the other Federal programs which have provided funding for public library construction projects have included General Revenue Sharing funds (Title I of the State and Local Fiscal Assistance Act of 1972), and Community Development Block Grants (Title I of the Housing and Community Development Act of 1974). Comprehensive data on the specific amounts provided to libraries by these two programs have never been published. The only exception has been an overall report on General Revenue Sharing expenditures for the period FY1983-FY1984 by the U.S. Department of Commerce which listed expenditures of $76.7 million for library facilities and services.

Federal assistance was also available to public libraries for construction purposes in the form of loans to communities with populations of less than 10,000 persons (later amended to include communities with populations of up to 20,000 persons). These loans were provided through the Community Facilities Loan Program that was administered by the Department of Commerce. For the period 1974 to 1980, this program provided 34 low-interest loans to public libraries for construction projects that totaled $4.9 million.

Federal funds were not specifically authorized for public library construction in FY1982, FY1983, and FY1984 because of the restrictions placed upon Federal funding by the Omnibus Budget Reconciliation Act (P.L. 97-35). In recognition of the need for new jobs and the construction of public library buildings, an appropriation of $50 million was made available in FY1983 through the Emergency Jobs Act (P.L. 98-8) and administered under the authority of the Library Services and Construction Act (Title II program). These funds stimulated the initiation of more than 500 public library construction projects of which 346 were reported completed as of February 1, 1987 for a combined total of $90,782,578 million. (See Table 1 for a summary of funding and expenditures for projects completed under the Emergency Jobs Act).

In FY1985, $25 million was appropriated for LSCA Title II, minus a set-aside of $500,000, or two percent, to support the provisions of Title IV of the Act for library services for Indian Tribes and Hawaiian Natives. The reauthorization of the Library Services and Construction Act (P.L. 98-480) on October 17, 1984, once again included Title II appropriations for the construction of public libraries and added new permissible projects under Section 3(2) of the Act that included: (1) Remodeling to meet standards under the Act of August 12, 1968, commonly known as the "Architectural Barriers Act of 1968," (2) Remodeling designed to conserve energy, (3) Renovation or remodeling to accommodate new technologies, and (4) the purchase of existing historic buildings for conversion to public libraries. Other changes in the Act stipulated that the Federal share of the cost of construction of any project assisted under Title II shall not exceed one-half of the total cost of such project (Section 202(b), and that the Secretary of Education may release an institution from its obligation to return Federal interest or equity in a library facility for good cause (Section 202(c)(2)).

In FY1986, $21.1 million for LSCA Title II was appropriated out of an original appropriation of $22.5 million. The differences in these two amounts resulted from reductions that were mandated by the Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177), and a set aside of two percent for library services for LSCA Title IV for Indian Tribes and Hawaiian Natives.

FEDERAL FUNDING: LSCA TITLE II--FY1983-FY1985

For the period FY1983-FY1985, the impact that Federal Assistance has had on the funding for public library construction can be summarized as follows:

*FY1983--27 States received Emergency Jobs Act funding totaling more than $28.5 million for the support of 298

public library construction projects.

*FY1984--A total of 50 States, the District of Columbia and the Commonwealth of Puerto Rico, were eligible to participate in the LSCA Title II program. These State agencies received an additional $21 million in carryover funds from the Emergency Jobs Act for a total of $49.5 million which stimulated a contribution of local and State matching funds of over $99 million dollars.

*FY1985--34 States received Federal funds totaling $15.5 million of which $15 million was from the FY1985 LSCA Title II appropriation and $.5 million was from the remaining Emergency Jobs Act appropriation. These funds stimulated expenditures for public library construction of $54 million from local sources (including $.5 million that matched Emergency Jobs Act funds) and $4.4 million from State sources. This total represented approximately 79 percent of the combined funds of $73.9 million for budgeted public library construction projects in FY 1985. A balance of $9.5 million from the FY1985 allocation that was not requested by the States was carried forward into FY1986.

LSCA TITLE II PROJECTS: FY1983-FY1985

Construction projects during the FY1983--FY1985 reporting period can be divided into two major categories: (1) Those funded by appropriations from the Emergency Jobs Act, and (2) those funded by appropriations from Title II of the Library Services and Construction Act, as amended.

Emergency Jobs Act--The Emergency Jobs Act was intended to provide jobs for long-term unemployed Americans and to create Federal projects of lasting value to the Nation and its citizens. Of approximately 500 projects that were approved for awards, 47 percent were for the remodeling and/or renovation of existing buildings; 29 percent were for new buildings; and 24 percent were for additions. The high percentage of remodeling and renovation projects was influenced by the need to start projects quickly so that unemployed workers could be hired, the deterioating state of many of the library buildings, the need to make libraries accessible to the handicapped, and the continuing interest in improving the energy efficiency of library buildings.

A representative sample of the various types of projects that were completed with funding assistance from the 1983 Emergency Jobs Act can be found in a recent publication by the Library of Michigan entitled, LSCA Builds Michigan Libraries. Highlighted in this report are 19 of the 48 completed projects funded through Title II of the Library

Services and Construction Act and administered by the Library of Michigan. Collectively, these projects represent expenditures of more that $4.8 million from local, State, and Federal sources. Of this amount, more than $3 million was provided at the local level through solicitations to private foundations, ambitious fund raising projects, individual donations, bond sales, and assistance from local government entities.

Of the public library construction projects that were completed in Michigan with Emergency Jobs Act funds, the following are representative examples of projects for new construction, additions and renovations, barrier-free accessibility, and energy conservation:

1. The Bridgman Public Library, located in Bridgman, Michigan is representative of a new public library built in part with LSCA Title II funds. It is partially built underground for energy efficiency and makes use of earth-bermed sides, a solar panel roof, a heat pump, and low maintenance exterior. The library is energy efficient in design and presents a regional expression of the area's natural dune setting.

2. The Marguerite deAngeli Branch Library located in Lapeer, Michigan is representative of an expansion project partially funded through LSCA Title II. The project concentrated on three major physical problems: lack of space, accessibility, and energy conservation. Since the deAngeli library was considered to be the last of the Carnegie libraries to be built in 1921, a major concern was to maintain the original architectural integrity of the building. All objectives for the building were met by working closely with the Michigan Bureau of History in remodeling the building to include a barrier-free entrance, an elevator, a solarium study and reading room, a meeting room, and a new heating system. Thanks to these improvements, rural residents have discovered the library and circulation has increased to almost double the 1984 statistics.

3. The Comstock Township Library, located in Comstock, Michigan is representative of improvements made in public libraries for barrier-free accessiblity to patrons. The purpose of the project was to connect a library built in 1955 with a township hall so that an inviting and barrier-free building would result. One of the major problems to be resolved by the planners was how to best connect the two buildings. A creative solution to this problem was incorporated into the final design which provided for a shared lobby between the two buildings. The new attractive lobby now provides barrier-free access to both buildings and a

hydraulic elevator allows visitors to reach all floors of both buildings.

4. The Bedford Branch Library in Temperance, Michigan is representative of an energy conservation project funded through LSCA Title II. The structure originally converted for the Bedford Branch Library was a simple rectangular building which the township used as a fire station and a garage for emergency vehicles. Since the original conversion did not provide for modern insulation, LSCA funds were used to install insulation, HVAC duct work, a new roof, and a computerized control system. All planned improvements have been completed and the computerized control for utilities was reported to be working efficiently.

Another example of the way that funds were expended under the Emergency Jobs Act can be found in the State of Nebraska where Federal funds of $315,107 were matched with $456,827 in local funds for a total of $771,934 in FY1983. The twenty-two projects that were funded included five for energy conservation, three for handicapped (including accessibility, renovation, and expansion), eight renovation projects (including energy conservation and the renovation of two purchased buildings), four expansion projects, and one new building.

By the end of February, 1987, the respective State Library Administrative Agencies had reported that 346 LSCA Title II public library construction projects had been funded through appropriations from the Emergency Jobs Act. Estimates made in October of 1984 indicated that about 3,600 jobs had been created with Emergency Jobs Act funds administered under the LSCA Title II program for fiscal years 1983 and 1984.

LSCA Title II--Of the 268 construction projects funded in FY1985, 167 were for the remodeling and/or renovation of existing buildings; 48 were for new buildings; and 27 were for other types of projects such as the acquisition and remodeling of historic buildings, the purchase of prefabricated buildings, handicapped access, and improvements for better energy efficiency. A closer analysis of those libraries that were renovated or remodeled revealed that 53 were for general remodeling, 59 were specifically designed for the purpose of providing new or increased access for the handicapped, 49 were planned for energy efficiency, and six were designed to introduce various new technologies into public libraries.

SUMMARY

Since it was first authorized as an Amendment (P.L. 88-269) to the Library Service Act (LSA) in 1964, the LSCA Title II

program has obligated more than $264.6 million in Federal funds through FY1985. Of this amount, approximately $190.1 million came from LSCA allocations, $50 million came from the Emergency Jobs Act, $23.5 million came from the Appalachian Regional Development Act, and approximately $1 million came from other Federal sources. In FY1985, these funds encouraged State and local contributions of approximately $654.6 million, or 71.2 percent of the total amount of $919 million from all sources. As of September 30, 1985, a total of 2,580 public library construction projects had been funded under the LSCA Title II program.

TABLE 1

SUMMARY OF FUNDING AND EXPENDITURES

FOR

COMPLETED PROJECTS

EMERGENCY JOBS BILL ACT--PUBLIC LAW 98-8

| STATE | FEDERAL | LOCAL | STATE | ST+LOCAL | TOTAL(FSL) |
|---|---|---|---|---|---|
| ALABAMA | 1119784.00 | 1637539.00 | 28000.00 | 1665539.00 | 2810283.00 |
| ALASKA* | 168586.00 | 405893.00 | 0.00 | 405893.00 | 574479.00 |
| ARIZONA | 73329.00 | 67680.00 | 0.00 | 67680.00 | 141009.00 |
| ARKANSAS | 275780.00 | 352640.00 | 0.00 | 352640.00 | 628420.00 |
| CALIFORNIA | 4199600.00 | 9674843.00 | 0.00 | 9674843.00 | 13933943.00 |
| COLORADO* | 549224.00 | 1415855.00 | 0.00 | 1415855.00 | 2196039.00 |
| DELAWARE | 165799.00 | 68110.00 | 0.00 | 68110.00 | 233909.00 |
| FLORIDA | 200000.00 | 452781.00 | 0.00 | 452781.00 | 652781.00 |
| GEORGIA* | 855999.00 | 2334872.00 | 1549353.00 | 3884225.00 | 4740224.00 |
| IDAHO | 276160.00 | 283862.00 | 0.00 | 283862.00 | 488022.00 |
| INDIANA | 186050.00 | 381482.00 | 0.00 | 381482.00 | 537632.00 |
| IOWA | 491081.00 | 564657.00 | 0.00 | 564657.00 | 1054748.00 |
| KANSAS | 330689.00 | 402688.00 | 0.00 | 402688.00 | 733377.00 |
| KENTUCKY* | 883123.00 | 665625.00 | 0.00 | 665625.00 | 1548748.00 |
| LOUISIANA* | 953298.00 | 1463932.00 | 0.00 | 1463932.00 | 2417230.00 |
| MAINE | 67346.00 | 79982.00 | 24180.00 | 104162.00 | 171508.00 |
| MASSACHUSETTS | 167460.00 | 758920.00 | 0.00 | 758920.00 | 926380.00 |
| MICHIGAN | 2583874.00 | 2302654.00 | 0.00 | 2302654.00 | 4194133.00 |
| MINNESOTA | 333178.00 | 446215.00 | 0.00 | 446215.00 | 890473.00 |
| MISSISSIPPI* | 616645.00 | 433393.00 | 0.00 | 433393.00 | 1050038.00 |
| MISSOURI | 805943.00 | 1477300.00 | 0.00 | 1477300.00 | 2284243.00 |
| MONTANA | 219357.00 | 344643.00 | 0.00 | 344643.00 | 564002.00 |
| NEBRASKA | 160997.00 | 290123.00 | 0.00 | 290123.00 | 451160.00 |
| NEVADA* | 314849.00 | 516109.00 | 0.00 | 516109.00 | 830958.00 |
| NEW HAMPSHIRE | 75130.00 | 74299.00 | 0.00 | 74299.00 | 157942.00 |
| NEW JERSEY | 133861.00 | 164227.00 | 0.00 | 164227.00 | 298088.00 |
| NEW MEXICO* | 363431.00 | 296880.00 | 0.00 | 296880.00 | 660311.00 |
| NEW YORK | 970520.00 | 396541.00 | 0.00 | 396541.00 | 1328264.00 |
| NO. CAROLINA* | 985616.00 | 6029093.00 | 215900.00 | 6244993.00 | 7230609.00 |
| NORTH DAKOTA* | 193413.00 | 165736.00 | 0.00 | 165736.00 | 359099.00 |
| OHIO | 971097.00 | 1406867.00 | 0.00 | 1406867.00 | 2417905.00 |
| OKLAHOMA | 382148.00 | 727749.00 | 0.00 | 727749.00 | 1109897.00 |
| OREGON | 682135.00 | 1041146.00 | 0.00 | 1041146.00 | 1723281.00 |
| PENNSYLVANIA | 1428507.00 | 3019563.00 | 0.00 | 3019563.00 | 4448070.00 |
| SO. CAROLINA* | 776416.00 | 2372792.00 | 499278.00 | 2872070.00 | 3648487.00 |
| SOUTH DAKOTA | 29241.00 | 30932.00 | 0.00 | 30932.00 | 60173.00 |
| TENNESSEE | 484225.00 | 309877.00 | 0.00 | 309877.00 | 794102.00 |
| TEXAS | 1770543.00 | 6995362.00 | 0.00 | 6995362.00 | 8765905.00 |
| UTAH* | 313746.00 | 676773.00 | 0.00 | 676773.00 | 990519.00 |
| VERMONT | 240223.00 | 162211.00 | 0.00 | 162211.00 | 396849.00 |

| | | | | | |
|---|---|---|---|---|---|
| VIRGINIA | 161000.00 | 178172.00 | 0.00 | 178172.00 | 339172.00 |
| WASHINGTON | 644861.00 | 3008781.00 | 0.00 | 3008781.00 | 3653642.00 |
| WEST VIRGINIA | 642477.00 | 523643.00 | 324859.00 | 848502.00 | 1491579.00 |
| WISCONSIN* | 1278804.00 | 3800342.00 | 0.00 | 3800342.00 | 5079146.00 |
| WYOMING* | 173554.00 | 327855.00 | 60000.00 | 387855.00 | 561409.00 |
| PUERTO RICO | 800551.00 | 155776.00 | 258003.00 | 413779.00 | 1214330.00 |
| | 29499650.00 | 58686415.00 | 2959573.00 | 61645988.00 | 90782578.00 |

*Federal Close Out